

# **York County Office of Emergency Management Disaster Recovery Framework June 2021**





## Foreword

The York County Disaster Recovery Framework is developed for use by County and local governments and volunteer organizations to ensure a timely recovery from emergencies affecting York County. This Framework was designed to identify potential actions required and the assistance necessary to support the citizens of York County and to return the County to normal conditions.

This Framework is predicated upon the concept that response and recovery operations will begin at the local government level. County assistance shall be provided upon request when the need exceeds the capability of the jurisdiction. Federal assistance is supplemental to State and local governments and is made available upon approval of a Presidential Disaster Declaration.

This Framework is intended to be used by County agencies, local governments, and volunteer organizations to develop Standard Operating Procedures and recovery annexes to emergency operations plans in order to facilitate continuity and coordination of recovery activities.

The York County Disaster Recovery Framework is a living document and the York County Office of Emergency Management acknowledges additional recovery issues will be identified in the future and will be included in revised editions of this document.



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### Record of Revisions

#	Date	Updated By	Section	Description of Change

## Introduction

This Disaster Recovery Framework (DRF) is designed in coordination with the York County Emergency Operations Plan (EOP) and will serve to identify a range of required actions required to support local governments and coordinate emergency recovery activities. The DRF provides County and local emergency management personnel with operational guidance necessary to effectively manage recovery activities in the aftermath of a major disaster or catastrophic emergency.

The DRF is a living document and the York County Office of Emergency Management (YCOEM) acknowledges additional recovery issues will be identified in the future and will be included in revised editions of this document.

Depending on the size and severity of the disaster event, the community will have to determine a new “normal” post-disaster. Since recovery activities could take years to complete, there is potential for recovery activities to be ongoing as well as continuously updated based on the event that has occurred.

The National Disaster Recovery Framework (NDRF) is the Federal guide that enables effective recovery support to disaster-impacted States, Tribes, Territorial and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop and revitalize the health, social, economic, natural and environmental fabric of the community and build a more resilient Nation.

The NDRF introduces six Recovery Support Functions (RSFs) that provide a structure to facilitate problem solving, improve access to resources, and foster coordination among State and Federal agencies, nongovernmental partners and stakeholders. Each RSF has coordinating and supporting organizations that operate together with local, State and Tribal government officials, NGOs and

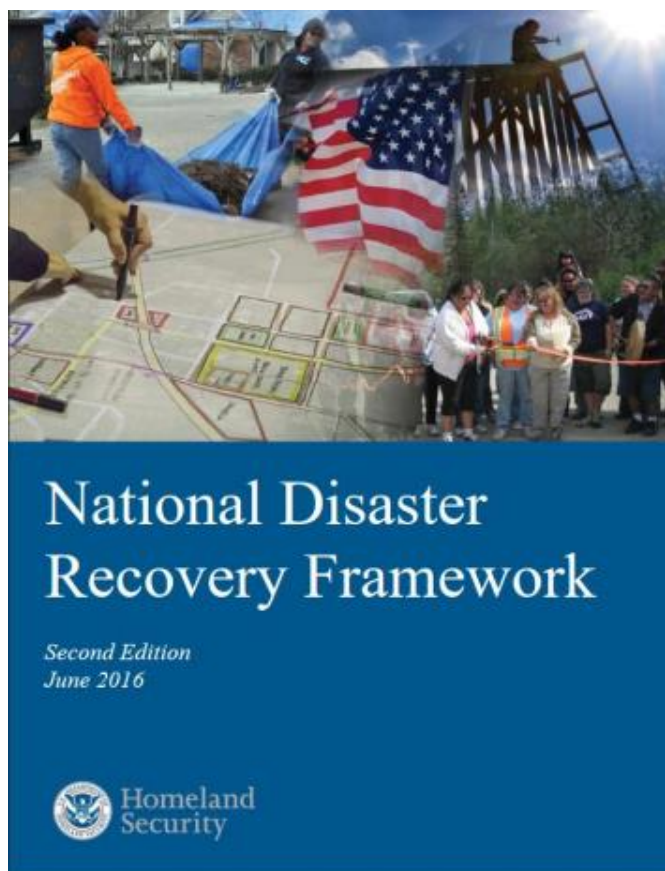


Figure 1 FEMA National Disaster Recovery Framework June 2016

private sector partners.

Many jurisdictions utilize these six functions for clarity regarding roles and responsibilities needed for recovery and reconstruction. York County departments and community partners will coordinate and support one another according to their assigned Recovery Support Function (RSF), which will offer guidance for how each sector should address recovery.

It is anticipated that recovery efforts will frequently overlap with the response phase, depending on the situation on the ground. Specific recovery operations could include emergency debris removal, delivery of potable water, support for aging and institutionalized populations, emergency temporary housing beyond basic sheltering, medical assistance programs, heating assistance programs, and disaster related mental health assistance.

### **Purpose**

The purpose of the DRF is to provide a framework for the delivery of coordinated recovery assistance and to return the County to normal or new-normal conditions as quickly as possible.

This DRF provides emergency management personnel with operational guidance in order to successfully manage recovery activities in the event of a major emergency.

This plan should be used as a guiding document during the recovery phase of an event. Response phase activities are identified and outlined in the County's EOP. Due to the cyclical nature of emergency management, there will be some overlap between the response and recovery phase.

The Framework addresses the needs of the Whole Community, which includes public, private, and non-governmental organizations, in order to meet the needs not only of the communities, but those individuals who live and work in the County

### **Scope**

The mission of the County government during disaster recovery operations is to coordinate and direct operations when local resources are exhausted and to coordinate assistance from mutual aid resources, the State, and the Federal government as necessary and appropriate.

This DRF should be used by County agencies, local governments, and volunteer organizations to develop Standard Operating Procedures (SOPs) and recovery annexes in order to facilitate continuity and coordination of recovery activities.

A community's unique characteristics can affect how emergency management plans are created to cater to specific area needs. There are some key highlights that may affect recovery, such as demographics, housing, historic fabric, economic



profile, etc. The York County Hazard Mitigation Plan has a complete community profile for York County and can be referred to as needed for any information pertaining to the community profile.

### Situation

York County is subject to a wide range of hazards that could potentially result in disasters. These hazards fall into three categories: natural hazards, technological hazards, and human-caused hazards. Natural hazards result from acts of nature. Technological hazards result from accidents or failures of systems and structures. Lastly, human-caused incidents result from intentional actions of an adversary. To gain a better understanding of all the threats and hazards that York County faces, York County completed a full risk and consequence analysis as part of the York County Hazard Mitigation Plan.

The table below lists the 23 hazards that may potentially affect York County and their hazard ranking relative to one another as outlined in the York County Hazard Mitigation Plan. This Framework is an all-hazards document and can be utilized to support recovery efforts required from any of the hazards listed below.

Hazard Ranking	Hazard
3.1	Nuclear Incidents
3.0	Flood/Flash Flood/Ice Jam
2.9	Winter Storms
2.9	Environmental Hazards (including hazmat)
2.9	Radon Exposure
2.8	Urban Fire/Explosions
2.8	Pandemic and Infectious Disease
2.8	Extreme Temperature
2.8	Terrorism
2.7	Mass Food and Animal Feed Contamination

Hazard Ranking	Hazard
2.6	Hurricane/Tropical Storm/Nor'Easter
2.6	Tornado/Windstorm
2.6	Dam Failure
2.5	Hailstorm
2.5	Wildfire
2.4	Lightning Strike
2.4	Drought
2.4	Levee Failure
2.4	Subsidence/Sinkhole
2.3	Invasive Species
2.2	Earthquake
2.1	Civil Disturbance
1.7	Landslide

## Planning Assumptions

Planning requires assumptions based on statistics, history, behavior patterns and likely future trends. The following planning assumptions have been developed consistent with best practices for recovery plans:

- A disaster may occur with little or no warning and may escalate far more rapidly than the ability of any single local response organization to handle.
- Disasters differ in character by magnitude, duration, onset, distribution, area affected, frequency and probability.
- Damage in the county may be catastrophic in nature and may cause the disruption of normal life support systems and the disruption of regional economic, physical, and social infrastructures.
- Disaster effects may extend beyond county boundaries and many areas of the state may experience casualties, property loss, disruption of normal life support systems, and loss of regional, economic, physical, and social infrastructures.
- The County Board of Commissioners will declare a disaster emergency and request the Governor implement the Pennsylvania EOP and declare an emergency. The assumption will also be that the Governor will request disaster assistance from the President.
- Disaster relief from outside the county may take 72 hours or more to arrive.
- Many resources critical to the disaster recovery process will be scarce and competition to obtain such resources will be significant.
- Organizations tasked in this document are aware of their emergency responsibilities and will fulfill these requirements in an emergency utilizing their capabilities including; staffing, equipment, supplies, and skills, according to their own policies and procedures. The predetermined policies and procedures of individual agencies will be used as the basis of this framework.
- Each jurisdiction will utilize all local resources before requesting state aid, this includes public as well as private resources.
- Local government funding may be insufficient after disaster, prompting state and federal funding.
- Critical infrastructure/key resources, including public and private utilities, will be affected in the impacted communities. Critical infrastructure/key resources restoration may last well into the recovery phase.

- Prior to or concurrent with activation and implementation of this framework, the EOP, Continuity of Operations (COOP)/Continuity of Government (COG) plan may be implemented and emergency response and continuity of essential functions will be provided to the degree possible.
- The York County Emergency Operations Center (EOC) may be activated prior to this framework being implemented and will be staffed as dictated by the scope of the response effort.
- Volunteer organizations within and from beyond the region may implement their disaster relief programs; residents and disaster relief organizations from other areas may send donations based on their perception of the needs of York County.

## Capabilities Assessment

York County has access to a variety of resources to deal with different disasters through the assistance of existing programs and agencies whose specific area of expertise is disaster recovery. This can include personal assistance grants, programs for infrastructure recovery or business aid, as well as historic preservation and revitalization. Below are descriptions of some recovery-oriented capabilities available for the County.

### Organizations

York County and Pennsylvania have a vast network of disaster relief organizations that are ready and able to respond to the needs of those affected by a disaster. There are also national organizations that are available to disasters anywhere in the United States, though they typically have a chapter or branch in most states. Some of the most common are the American Red Cross, United Way, Goodwill, Lutheran Social Services Disaster Response, the Salvation Army, Voluntary Organizations Active in Disaster and Team Rubicon. The organizations provide a variety of services, such as: providing shelter, clean water, meals, laundry services, reunification, medical and psychological care, providing clean up supplies, damage assessments and developing recovery plans for disaster victims. This assistance aids in the return to normalcy or the new normal and allows communities to have access to basic needs so they can focus on recovery.

### Grants and Loans

There are extensive opportunities for disaster recovery grants available from a variety of sources and for all types of disasters. A brief description of the most well-known grants and loans are listed below. For more information, please visit <https://yorkcountypa.gov/emergency-services/emergency-management-office/report->

[damages-recover.html](#), <https://www.pema.pa.gov/Recovery/Pages/default.aspx> and <https://www.fema.gov/assistance/public>.

## Concept of Operations

This DRF provides a flexible and scalable framework for organization and decision making which may be effectively deployed against unknown and unpredictable threats. The DRF has a myriad of potential options, depending on the scope and scale of an incident. The DRF is not a tactical or a field manual, nor does it provide standard operating procedures. It is a tool to use to help guide recovery, throughout the entire process.

The DRF focuses primarily on two of the five phases of emergency management: preparedness and recovery. It is useful, however, to understand the five phases and how they overlap and inter-relate. There is often no firm, fixed boundary between phases. For example: recovery activities often begin immediately after an incident occurs; recovery measures often involve implementation of mitigation measures; and response activities may persist well into recovery in limited arenas.

**Mitigation:** Mitigation takes place both in advance of and in response to disasters.

Mitigation activities intend to reduce risk of casualties and property damage from natural and/or human-caused disasters by preventing disasters and/or reducing exposure or vulnerability to them. Such activities have a long-term sustained effect. They provide value to the public by creating safer and more resilient communities and breaking the cycle of disaster damage, reconstruction, and repeated damage. Activities taken and plans devised during recovery will have the same intent, meaning there will be significant overlap between this DRF and mitigation planning and actions, as described in the York County Hazard Mitigation Plan.



*Figure 2 Phases of Emergency Management*

**Prevention:** Prevention focuses on preventing the human hazard, primarily from

potential natural disasters or terrorist attacks. Preventive measures are taken on both the domestic and international levels, designed to provide permanent protection from disasters. Not all disasters, particularly natural disasters, can be prevented, but the risk of loss of life and injury can be mitigated with good evacuation plans, environmental planning and design standards

**Preparedness:** Preparedness takes place prior to a disaster and it includes efforts to increase readiness and resiliency. Preparedness actions involve planning, training, exercising identifying resources, and organizing to build, sustain, and improve operational capabilities. This DRF in itself is a preparedness tool, specific to recovery.

**Response:** Response describes activities undertaken during and in the aftermath of an incident to save lives, protect property and the environment, and to meet basic human needs. Response also includes the execution of emergency plans and actions which transition into short-term recovery. The DRF does not directly address response. The County EOP guides activities during response, while COG and COOP plans ensure governance and essential functions are able to be maintained.

**Recovery:** Recovery is the phase between the end of response and the resumption of normal life or a “new normal.” Recovery may be expected to last for a very long time. Because recovery is such a lengthy process, it involves two different phases.

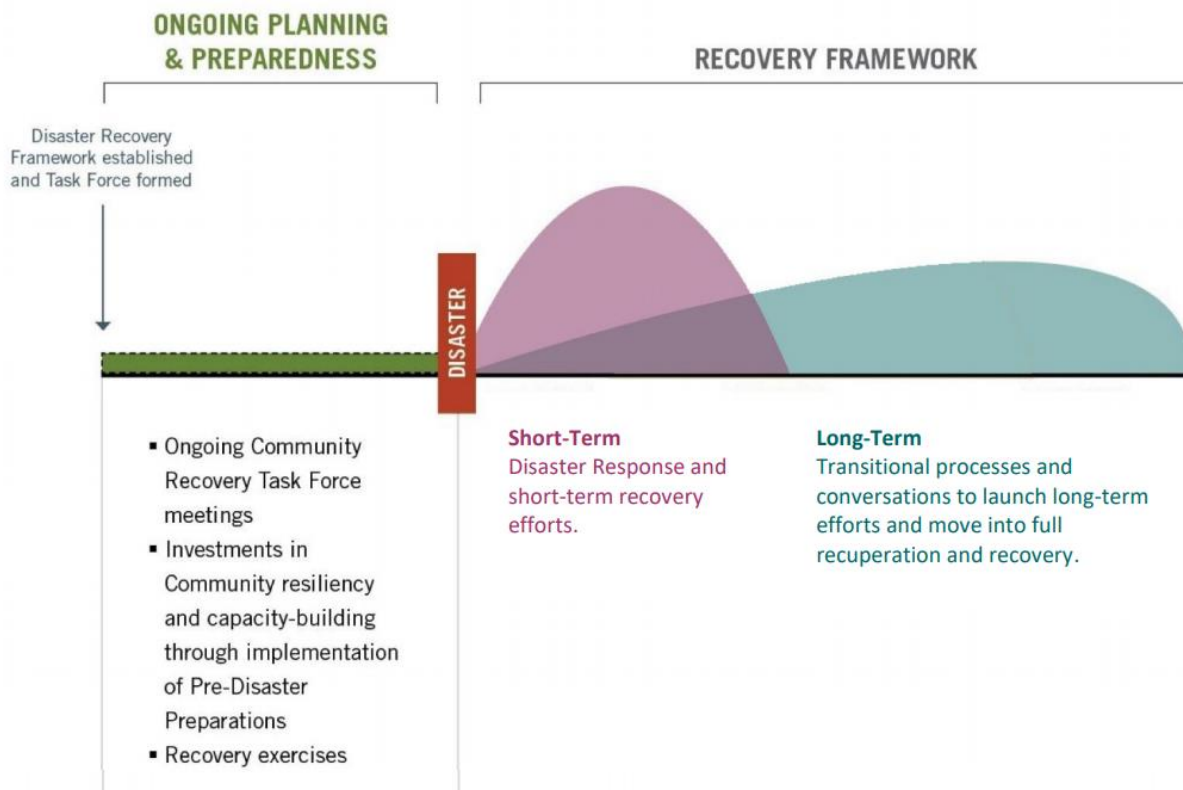


Figure 3 Phases of Recovery

Whereas response actions are supported by the York County Emergency Operations Center (EOC) team, recovery actions are managed by county leadership with input from the Recovery Task Force.

### **Recovery Task Force**

The Recovery Task Force (RTF) is designed to work across government and community lines to plan for and make timely recommendations in support of the recovery operations and priorities. It also serves as a deliberative body that takes a broad look at the many competing needs presented across the community and across the topics and disciplines represented by each Recovery Support Function (RSF). In this role, the RTF needs to assess competing demands, facilitate setting priorities and make thoughtful, balanced, and effective recommendations for each RSF.

Pre-disaster, the RTF will meet on an ongoing basis of a minimum of once annually to maintain a current view of recovery priorities and to ensure the group is ready to provide expert advice in a coordinated fashion when a disaster strikes. Should the RTF decide, more frequent meetings are allowable, and post-disaster, on an as-needed basis. The York County Economic Alliance will administer the RTF including organizing meetings, agendas, email coordination, meeting minutes, etc. The RTF does not replace existing organizations or committees but endeavors to bring together all related efforts and maximize coordination and service delivery.

This RTF engages possible resources such as community, public, private and not-for-profit organizations, into a coordinated effort to make recovery recommendations and maximize service delivery. The RTF addresses resources for short and long-term recovery efforts. It is composed of representatives of government, business, not-for-profit organizations, and others, to work as a liaison between coordinating groups, supporting groups, the governmental departments, emergency management and the public.

The RTF reports to the county Board of Commissioners, who make all decisions.

The RTF is directed to ensure a Whole Community approach to problem solving pre- and post-event. A primary focus of the RTF is communication and coordination that:

- Aligns York County recovery efforts and priorities with those of the community's residents, businesses, and not-for-profits.
- Communicates RSF-specific information up, down, and across so County and community decision makers have a current understanding of the specific issues and needs being experienced by each area.
- Communicates overarching recovery priorities across RSFs so decisions made



by individual RSFs are informed by and in line with current needs across the community.

- Clarifies decision making and roles pre and post disaster.

Members of the RTF should include a representative from each of the six RSF Coordinating Agencies, as well as County Administration.

Successful long-term disaster recovery will be contingent on frequent and appropriate community engagement by communicating shared information such as the status of recovery and available resources and receiving feedback from community members about recovery priorities and needs. Throughout recovery, choices will need to be made about when decisions must be made expeditiously and when engagement of stakeholders and community members is warranted or required. Throughout the Framework an emphasis in engaging with the community and involvement in recovery is encouraged for significant decisions made during long-term recovery that will directly affect community members and meaningfully shape the future of the county. Some short-term decisions will be made with less consultation to ensure recovery progresses visibly and in a timely manner.

### **Recovery Support Functions**

Recovery Support Functions comprise the coordinating structure for the DRF. Their purpose is to facilitate problem solving, improving access to resources and by fostering coordination among Local, State, and Federal agencies, nongovernmental partners and stake holders.

The RSF structure coexists with and builds upon the ESF under the National Response Framework and the York County EOP. RSFs are different from ESFs in that they have different mission objectives, partnerships, approaches, time spans and organizational structure; additionally, the players and skill sets involved may be different.

There is some overlap between ESF and RSF missions, but as the ESF requirements diminish and the recovery issues take center stage, the RSFs take over the residual ESF activities associated with recovery.

The objective of the RSFs is to facilitate the identification, coordination, and delivery of assistance needed to supplement recovery resources and efforts. An additional objective is to encourage and complement investments and contributions by the business community, individuals, and voluntary, faith-based and community organizations.

The RSF's are:



RSF-01  
Community Planning  
and  
Capacity Building



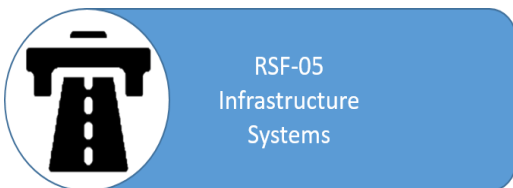
RSF-02  
Economic Recovery



RSF-03  
Health and  
Social Services



RSF-04  
Housing



RSF-05  
Infrastructure  
Systems



RSF-06  
Natural and  
Cultural Resources

Detailed information and tasking for each RSF may be found in the RSF Annex.

### Recovery Priorities

While the six Recovery Elements discussed above need to be addressed, there are short-term and long-term measures that need to be taken to support individuals and businesses. This Framework has pre-identified some of those priorities, though additional priorities may be identified, or these priorities may be modified, as a result of the specific nature of the disaster event.

### Short-Term Recovery Priorities

In the hours and days following the disaster event, a crucial part of recovery will begin with life-safety measures taken during the response phase. Once those life-safety measures are completed, the RTF and RSFs should focus on using the goals and strategies discussed in the next section to address the following priorities. Depending on the type and severity of the event, and the complexity of the operation, short-term recovery activities could extend into the long-term recovery phase. Disaster related costs should be documented beginning immediately regardless of the status of federal reimbursement.

#### 1. Mass Care

Once the community is relatively safe, Mass Care measures will be coordinated to ensure continued health and safety be provided for members of the community. Three major components to this recovery activity will be designated three sub-points: sheltering, human services, and medical needs. Though only three functions are listed, there could potentially be significantly more components to the Mass Care recovery activity if the emergency situation calls for it.



#### **a. Sheltering**

Depending on the type of disaster event that occurs, a shelter could range from smaller buildings such as churches, schools, businesses or similar structures to large buildings such as stadiums or arenas often called “mega-shelters”, which would function like small cities and house thousands of people for a determined amount of time. The goal of sheltering is to provide interim replacement for basic needs of residents until the community can support normal systems such as permanent housing, transportation, roadways and utilities.

The American Red Cross and other disaster relief organizations will likely play a significant role in providing and maintain sheltering after the disaster event.

#### **b. Emotional, Psychological, and Spiritual Services**

Human services will serve to address any non-medical unmet needs of the community post-disaster. Services, such as crisis counseling, will seek to address the emotional and psychological states of community members and tend to the mental health of those who have been displaced and affected by the disaster. Spiritual needs will also be addressed by counselors as well as spiritual leaders within the community.

Non-medical needs could include emotional support, therapy, resources once recovery efforts have ended, prayer and worship spaces, and access to spiritual materials. Professionals in the mental health community and local spiritual leaders will likely play a significant role in providing and maintaining these services throughout the recovery process.

#### **c. Medical**

During the response and short-term recovery phases, medical needs should be addressed based on priority. Medical emergencies should be assessed by first responders and immediately addressed. Less serious injuries will be addressed and potentially treated with less urgency based on the disaster event type. Regarding short-term care, significant injuries and needs will be addressed first; moderate and minor injuries should be addressed secondarily; and pharmaceutical needs should be addressed once bodily injuries have been assessed.

Once immediate danger or threat has ended, other types of medical care can be administered such as durable medical equipment, non-life-threatening nutritional needs, fluids and over-the-counter medications. Additionally, the short-term recovery activity should address the

existence and removal of casualties depending on the type of disaster event including the identification of the deceased. Professionals in the medical health community and volunteer organizations such as the American Red Cross will likely play a significant role in providing and maintaining these services throughout the recovery process.

#### **d. Miscellaneous Disaster Needs**

Other than sheltering, counseling and medical needs, disaster recovery care has the potential to break down into multiple sub-points in addressing unmet needs. The points below make note of most needs, but unexpected needs may arise based on the nature of the disaster event.

##### **i. Disaster Case Management**

The goal of this short-term recovery activity is to help members of the community organize their own personal recovery strategy by ensuring they have the resources to handle future housing, employment, financial, legal and education needs.

##### **ii. Animals and Agriculture**

Rescue, care, shelter, medical, and nutritional needs for domestic household pets and livestock will also be a recovery activity focused on during the short-term recovery phase. Humane societies, animal shelters, and non-profit animal welfare organizations should coordinate and maintain the care of animals in the community post-disaster.

##### **iii. Legal and Financial**

Legal resources will also be available for low-income survivors to help them sort through any unmet legal needs. Financial needs such as mortgage and tax relief, rental and unemployment assistance, and intermediate housing, such as hotel or motel fees, should be addressed to help with disaster relief for the community.

##### **iv. Vulnerable Populations**

Recovery partners should be aware of the vulnerable populations within the community and prioritize their basic needs where necessary. Vulnerable populations include community members who may rely on social services and public amenities such as public transportation and infrastructure, job centers, food banks, various shelters and other services.

## **2. Damage Assessment**

Damage assessments should begin immediately following the end of the

disaster using the Windshield Survey process and procedure. The assessment will evaluate how much damage has occurred, evaluate immediate needs to ensure health, security and safety for the community and will help prioritize recovery efforts.

The next assessment should be the Damage Assessment (DA). The DA should provide a more detailed assessment than the windshield survey and plays a critical role in York County's response and recovery following a disaster. The information gathered provides a snapshot of the situation detailing the extent and location of damages. This information is evaluated to determine the needs of the survivors and York County as a whole. Thus, the damage assessment sets the tone for the entire response operations and drives the recovery process.

Damage assessment helps York County set priorities for response activities such as search and rescue, as well as for recovery operations such as removal of storm debris and repair and rebuilding of infrastructure. It also helps identify needs for additional resources from regional, State, and Federal agencies and provides some of the documentation necessary for applying for these avenues of assistance.

To evaluate a state or tribal nation's need for federal assistance, FEMA uses a Preliminary Damage Assessment (PDA) as a mechanism to determine the impact and magnitude of damage caused by the incident. Although not explicitly mentioned in the Stafford Act, PDAs play a crucial role in the declaration process. State and tribal governments use PDA information as part of the basis for their major disaster request, and FEMA relies on the 14 PDA findings to provide a recommendation to the President concerning whether a major disaster declaration is warranted and what types of federal supplemental assistance should be made available.

### **3. Decontamination and Debris Management**

Debris from the disaster will be evaluated as part of the damage assessment procedures and a Debris Manager (DM) will be assigned for each jurisdiction. After a disaster event that results in the need for debris removal, the DM should oversee and coordinate within his or her jurisdiction and will be responsible for the coordination of assets such as volunteers, County, State and Federal assistance and private contractors.

The model for debris management operations is a four-phase cycle: normal operations, increased readiness, response, and recovery. In regard to Framework procedures, such as focusing on support of life safety operations

in the immediate aftermath of a debris-generating disaster and following with actions necessary to complete the debris removal, reduction and disposal activities based on damage assessment of the disaster are crucial in order to move forward with recovery activities.

As far as decontamination procedures, all Asbestos Containing Materials (ACM) and Hazardous Materials will be segregated and handled in accordance with Federal, State and Local regulations.

#### **4. Reunification**

Since emergencies are local events that will immediately affect the individuals living in the community, special attention should be given to ensuring the reunification of individuals and families as well as the community. The reunification of groups within the community such as schools, business partners and their employees, social services groups, churches, clubs and interest groups will be important for the normalization of the community.

Each recovery partner will need to fully embrace the need for reunification during the recovery process for the community to become more resilient and stronger if and when the next disaster comes to the community. Finding a new normal during recovery will enable members of the community to continue their lives and rebuild the community by supporting the RSFs and activities themselves.

#### **5. Short-Term Housing**

Once immediate and short-term aid has ended and the evaluation of housing stock in the county and damage assessments have occurred, members of the community who have been displaced can begin looking into short-term or temporary housing. Short-term and temporary housing can include apartments buildings that have not been damaged by the disaster or have been certified as safe post-disaster, hotels or motels or multi-family homes. In particular, multi-family homes should be encouraged, and property managers should be communicated with about waiving licensing depending on the safety and integrity of the building. During this period of temporary housing, affected community members should be able to access resources such as financial aid to begin a more permanent process at the designated Assistance Center.

Local property managers, hotels, motels and other private organizations should be utilized as partners with a goal of determining the availability of short-term housing.

## **Long-Term Recovery Priorities**

During the long-term recovery phase, efforts and activities will focus on restoring primary infrastructures and utilities to the community as well as moving members of the community from shelters to alternative, short-term housing. Depending on the type and severity of the event, and the complexity of the operation, some short-term recovery activities may be continuing, and some long-term recovery activities may stretch into the long-term recovery phase. During the long-term recovery phase, activities beyond the initial response and overlapping short-term recovery phases should be completed. During long-term recovery, the first goal will be to encourage the public to begin helping themselves find their own “new normal” by continuing to provide information on financial assistance available. The second goal will be to begin reconstructing the community with a foundation and encouraging the public to fully engage in finding a cultural “new normal.”

### **1. Business and Infrastructure**

After regrouping with business operators, the economic growth of the community should be restarting. Business should be able to gather resources from Multi-Agency Resource Centers (MARC)s about where they can operate businesses if the building has been damaged, shared spaces of operations, retention of old employees as well as hiring new ones, training and preparing to resume operations. Another activity would include communicating the resilience and strength of the local economy and seeking support outside of the community from philanthropist and other interested parties.

As for infrastructure, primary roadways and bridge repairs should continue and be completed depending on the type and severity of the disaster. Communications between recovery partners and private owners of critical infrastructure should be maintained and coordination should be encouraged. Infrastructure will affect the activities of the other RSFSs and communication, cooperation, and coordination between all recovery partners should occur frequently as possible to ensure the steady progression of recovery.

### **2. Mitigation Activities**

As immediate needs of the community have been met and the chaos of the post-disaster environment begins to lull, reconstruction and recovery activities and tasks should be completed with mitigation and future planning in mind. For instance, questions about how infrastructure can be rebuilt with more resilience and improvement, how the economy can function in a more efficient and attractive way, and how York County’s natural and cultural resources can improve and be used more frequently by community

members.

Each RSF, while conducting recovery activities, should move forward with mitigation in mind in order to create a more resilient and disaster-resistant community. The community as a whole should not be rebuilt in the same way it was before but taking the opportunity to employ concepts and begin projects that were previously unreachable due to funding or other obstacles.

### **3. Disaster Assistance and Capital**

Disaster Assistance may be provided as financial or direct assistance to individuals, families and businesses whose property has been damaged or destroyed as a result of the disaster. It must be declared by the proper authorities and assistance is to be used to needs that are not covered by insurance.

### **4. Reconstruction**

Once short-term activities have ended and the community is beginning to recover physically, mentally and spiritually from the effects of the disaster, reconstruction can begin. Below are three important aspects to maintaining the progression of reconstruction, however more activities are noted in each of the six Recovery Function Annexes. Reconstruction of the community will take time and include many different aspects and parts of the community, though the three listed below will be the foundation for finding the “new normal” for York County.

#### **a. Long-Term Housing**

At this stage, if there was a significant loss of housing stock in the community, redevelopment should begin occurring or continue in order to restock what was lost. Financial and legal aid should continue for affected residents and property owners should be continuously communicated with. It will be likely that residents who opted to move into apartments or multi-family housing will stay in those situations based on their circumstances, but redevelopment should continue with growth in mind.

Local property managers, hotels, motels, property developers and other private organizations should be partnered with to determine the availability of short-term housing.

#### **b. Business and Infrastructure**

During reconstruction, businesses and infrastructure will be a strong foundation for encouraging the growth of the community post-disaster. At this stage, businesses should be able to operate at or close to capacity

with little help from the agency assigned to RSF #2 (Economic), though guidance is still recommended until framework deactivation and support may continue after deactivation.

Repairs to critical infrastructure should be completed and creative thinking toward mitigation and improvements discussed with public and private owners and operators of infrastructure. Secondary infrastructure should be progressing in repairs and guidance to private operators continued until framework deactivation; support may continue after deactivation.






### **Goals and Strategies**

The short- and long-term priorities list reaches across multiple RSFs, which is why the RSFs will need to work closely with one another and the RTF to ensure the priorities are being addressed. To assist in meeting the priorities, each RSF has multiple Goals and Strategies that have been identified. These goals and strategies should be modified by each RSF upon completion of their analysis to reflect the needs to the disaster.


When creating or updating goals and strategies for each RSF, it should be taken into consideration what type of disaster has occurred and what resources are available. These questions can be used as a guide to set goals and strategies to move forward within each RSF. In accordance with the table below, specific needs and post-recovery tasks to each RSF should be documented and communicated with all parties involved in the function. In addition to the Goals and Strategies listed on the last page of each RSF Annex, each Coordinating Agency should work to develop additional Goals and Strategies specific to the event as needed.

The table below lists the broad goals for each RSF. The goals are broken into short-term and long-term goals. Within each RSF Annex are strategies for meeting the goals listed below. It should be noted that these goals can overlap in phases and may take more or less time that projected.



	Short-Term Goals	Long-Term Goals
Recovery Support Function 1 	<ul style="list-style-type: none"> <li>Evaluate the impacts on the community and determine current needs</li> </ul>	<ul style="list-style-type: none"> <li>Compile all recovery information collected by the six RFs</li> <li>Set a County-wide Community Engagement Strategy</li> <li>Respond to unanticipated issues not covered by the other RFs</li> <li>Organize and establish MARCs • Initiate Local Recovery Planning</li> <li>Coordinate Long-Term Donations and Volunteer Management</li> </ul>
Recovery Support Function 2 	<ul style="list-style-type: none"> <li>Evaluate and identify the impact on the business and current needs</li> <li>Amend regulatory, code compliance, and permitting issues</li> </ul>	<ul style="list-style-type: none"> <li>Identify and assist businesses with connecting to employees, goods, and markets</li> <li>Coordinate business retention and support</li> <li>Communicate and promote the economic strength and recovery of the county</li> </ul>
Recovery Support Function 3 	<ul style="list-style-type: none"> <li>Evaluate the impacts to housing stock and current needs</li> <li>Provide interim housing solutions based on the needs and priorities of the impacted neighborhoods</li> </ul>	<ul style="list-style-type: none"> <li>Provide assistance to homeowners and renters</li> <li>Ensure the provision of affordable and safe housing for all impacted residents</li> </ul>
Recovery Support Function 4 	<ul style="list-style-type: none"> <li>Evaluate the current impacts and needs of county infrastructure</li> <li>Restore mobility and critical services without losing the opportunity to implement creative solutions</li> </ul>	<ul style="list-style-type: none"> <li>Use post-disaster rebuilding as an opportunity to rethink, redesign and update York County's infrastructure</li> </ul>
Recovery Support Function 5 	<ul style="list-style-type: none"> <li>Evaluate the impacts and needs of public health and social services</li> <li>Expedite restoration of the healthcare system and support to physical and mental wellbeing</li> <li>Coordinate service delivery, meeting changing healthcare and social services needs and prioritizing services for vulnerable populations</li> </ul>	<ul style="list-style-type: none"> <li>Coordinate recovery actions across public and private educational providers at all levels</li> <li>Rebuild York County's damaged healthcare, social services, and educational facilities and systems</li> </ul>



	<ul style="list-style-type: none"> <li>Communicate frequently and consistently with the public to promote health and raise awareness of available resources</li> </ul>	
Recovery Support Function 6 	<ul style="list-style-type: none"> <li>Evaluate needs and capabilities of York County's natural and cultural assets and set a phased recovery strategy</li> </ul>	<ul style="list-style-type: none"> <li>Preserve and facilitate the restoration and betterment of York County's natural assets</li> <li>Encourage the rehabilitation of damaged historic sites and connect arts, culture and community organizations to the recovery effort and normalization process</li> </ul>

## Implementation

This Framework may be activated by the OEM Director, in consultation with the York County Administrator and Board of County Commissioners, following any disaster that occurs that may impact York County. It should be noted that individual agencies may begin recovery activities independent of the decision to activate this Framework. However, activating the Framework will offer York County a structure for coordinating recovery activities across the county.

Once the decision has been made to activate the Framework, the RTF should be assembled, which may occur virtually. At this time, the OEM Director or the County Commissioners should brief the RTF as to what is currently known about the disaster and begin the process of conducting the analysis. Once assembled and meeting routinely, the RTF will act as the communications hub and as an information source for Supporting Agencies. If the York County EOC is activated, RSF #1 should work to share response information with the rest of the RTF. Individual RSFs may work with specific ESFs in the EOC on an ongoing and regular basis.

## Roles and Responsibilities

The Framework includes various agencies and levels of government in coordinating recovery efforts. The descriptions below give an overview of what roles and responsibilities these entities will have.

### Recovery Task Force

The RTF provides the overall guidance for the RSFs. Responsibilities of the RTF include:

- Attend RTF meetings at the request of the County Board of Commissioners.
- Advise York County Administration and the BOC on ongoing recovery issues

needing addressed

- Conduct an analysis in order to make informed decisions regarding the disaster
- Facilitate communications between the RSFs
- Ensure priorities are routinely updated to reflect the needs of the Whole Community
- Promote long-term goals and strategies that will strengthen the county as a whole

### **Coordinating Agencies**

Coordinating Agencies provide overall coordination of the functional activities within each RSF. Responsibilities of the six Coordinating Agencies include:

- Develop or update goals and strategies based on their RSF and per each specific disaster
- Coordinate the activities of the Supporting Agencies within their RSF to fulfill operational objectives
- Coordinate with local, state and federal levels for any applicable needs or support in the RSF designation
- Collaborate with other Coordinating Agencies to ensure effective response between RSFs
- Share RSF activity information with appropriate EOC personnel
- Stay informed to the ongoing activities of the agency/organization they represent
- Hold meetings as necessary

### **Supporting Agencies**

Supporting Agencies provide functional activities within each RSF. These agencies may have specific information or resources necessary to fulfill RSF activities. These can be non-profits, community organizations, businesses with a large employment status of locals, and other NGOs, etc. Responsibilities of Supporting Agencies include:

- Inform RSF Coordinating Agency of response in support of operational objectives
- Assist the Coordinating Agencies in the completion of the RSF activities as directed
- Assist in the development and execution of the goals developed by each RSF
- Stay informed to the ongoing activities of the agency/organization they represent
- Utilize close knit connections with community members to distribute

accurate and up to date information at community gatherings or resident interactions.

### **Framework Maintenance**

York County OEM will be responsible for evaluating and revising the Framework and making note of revisions in the revisions table. This Framework will be evaluated and revised annually and more often as needed when gaps or changes are necessary. These changes could be at the request of the RTF, any Coordinating Agency, or due to lessons learned through an exercise or real-world event. Distribution will be electronically to all stakeholders, and the framework will be available on the York County OEM website: <https://yorkcountypa.gov/emergency-services/emergency-management-office.html>

### **Evaluation**

This framework will be reviewed by the Deputy Director and the RTF on an annual basis, after an exercise testing the recovery functions, and/or after an activation of the RTF. The framework will be evaluated on how helpful and relevant the material included in the framework is to those participating in the recovery process or performing tasks related to recovery within York County.

### **After Action Considerations**

Following a disaster where the Framework is utilized, an After Action Meeting should be held and an After Action Review (AAR) should be produced. The AAR should look at challenges faced during Recovery, unanticipated needs and how they were addressed, and what adjustments had to be made to allow for Recovery to continue. This process will help the county learn from the disaster and better prepare for the next event.

Each RSF should consider the following questions during an activation of the Framework for use in the AAR:

1. What were the challenges faced during recovery?
2. What can be done to avoid or lessen those challenges in the future?
3. What were unanticipated needs of the community for your RSF?
4. What adjustments need to be made in your RSFs Annex?

Additionally, each individual RSF should be aware of the needs and adjustments made by the other five RSFs and help them address their own challenges and amend the Framework appropriately, as to be prepared for the next recovery period.

## Revision

The Deputy Director will take the information gathered from the evaluation (as outlined above) and determine if changes to this framework need to be made. Routine revisions can be made on an ongoing basis and will be documented in the Table of Revisions. Substantial changes that alter the broader concepts of recovery or policies will be given first to the RTF, and following their review and approval, to the Director of York County OEM for final review and approval.

## Authorities and References

### Federal:

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, Title VI as amended
2. Code of Federal Regulations (CFR), Title 44, as amended
3. National Response Framework (NRSF), as amended
4. National Disaster Recovery Framework (NDRF), as amended
5. Presidential Executive Order 12148- Federal Emergency Management
6. Presidential Decision Directive-63, Critical Infrastructure Directive, May 1998

### State:

Pennsylvania Consolidated Statutes Title 35 Health and Safety Part V. Emergency Management Services

### County:

York County Code Chapter 197 dated July 28, 1982

## Acronyms

ARC	American Red Cross
CFR	Code of Federal Regulations
COG	Continuity of Government
COOP	Continuity of Operations Plan
DRC	Disaster Recovery Center
DRM	Disaster Recovery Manager
DRF	Disaster Recovery Framework
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FOUO	For Official Use Only
ICS	Incident Command System
NDRF	National Disaster Recovery Framework
NIMS	National Incident Management System
PEMA	Pennsylvania Emergency Management Agency
PDD	Presidential Decision Directive
RSF	Recovery Support Function
RTF	Recovery Task Force
SOP	Standard Operating Procedures
YCOEM	York County Office of Emergency Management